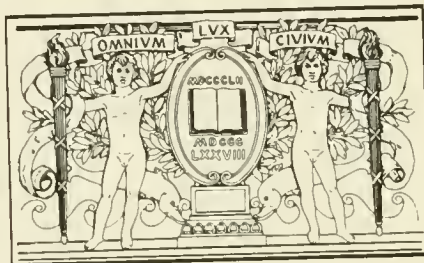


Government  
Documents

B R A

2189

✓



**BOSTON  
PUBLIC  
LIBRARY**







HOLD for

Wesley

turn

1/28



BRA  
2189

# HYDE PARK

A Proposal For An Innovative Grant For **The Boston Plan**  
Submitted To The Department Of Housing And Urban Development

Coordinating Public And Private Efforts In Achieving  
Neighborhood Stabilization And Building Neighborhood Confidence

**City Of Boston**

Kevin H. White, Mayor

**Boston Plan Executive Committee**

John Drew, Chairman

**Boston Plan**

Gordon Brigham, Executive Director

**Office Of Public Service**

Richard Kelliher, Director

**Boston Redevelopment Authority**

Robert F. Walsh, Director







CITY OF BOSTON  
OFFICE OF THE MAYOR  
CITY HALL BOSTON

KEVIN H WHITE  
MAYOR

*White 1975*

Office of Community Planning and Development  
Department of Housing and Urban Development  
451 Seventh Street, SW  
Washington, D. C. 20410

Dear Sir:

I am pleased to submit this application for an Innovative Grant Program from the Department of Housing and Urban Development. As described in the proposal, the focus of this project will be on Hyde Park, one of the neighborhoods of the Boston Plan.

The purpose of this proposal is to carry out a planning program directed toward building greater neighborhood confidence and promoting neighborhood stability.

Acting in its capacity as the City's planning agency, I have requested that the Boston Redevelopment Authority, Robert F. Walsh, Director, act on behalf of my office in filing this application with HUD. The program will be carried out jointly by the Office of Public Service, Richard Kelliher, Director; and by the Boston Redevelopment Authority, Robert F. Walsh, Director.

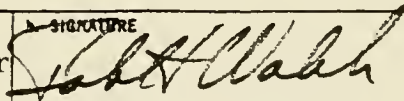
I request that you consider this application and look forward to proceeding with this important neighborhood project.

Sincerely,

Kevin H. White  
Mayor

cc: John Drew, Office of Federal Relations  
Richard Kelliher, Office of Public Service  
Robert F. Walsh, Boston Redevelopment Authority

EW Doc  
P/E only

| FEDERAL ASSISTANCE  |  | 2. APPLICANT'S APPLICATION  | a. NUMBER                               | 3. STATE APPLICATION IDENTIFIER   | e. NUMBER   |
|---|--|---|---|---|---|
| 1. TYPE OF ACTION<br><input type="checkbox"/> PREAPPLICATION<br><input checked="" type="checkbox"/> APPLICATION<br>(Mark appropriate box)<br><input type="checkbox"/> NOTIFICATION OF INTENT (Opt.)<br><input type="checkbox"/> REPORT OF FEDERAL ACTION  |  | Leave Blank   | b. DATE<br>Year month day<br>19 78 3 14 |   | 78030242<br>b. DATE<br>Year month day<br>19 78 3 10 |
| 4. LEGAL APPLICANT/RECIPIENT<br>a. Applicant Name : City of Boston, BRA<br>b. Organization Unit : Boston Redevelopment Authority<br>c. Street/P.O. Box : One City Hall Square<br>d. City : Boston a. County : Suffolk<br>f. State : Massachusetts g. ZIP Code: 02201<br>h. Contact Person (Name & telephone No.) : Robert F. Walsh, 722-4300  |  |   |   | 5. FEDERAL EMPLOYER IDENTIFICATION NO.  |   |
| 7. TITLE AND DESCRIPTION OF APPLICANT'S PROJECT<br>Innovative Grant Program<br>Boston Plan - Hyde Park  |  |   |   | 6. PROGRAM (From Federal Catalog)<br>e. NUMBER<br>b. TITLE Innovative Grant<br>107 of HUD Act<br>as amended.  |   |
| 10. AREA OF PROJECT IMPACT (Names of cities, counties, States, etc.)<br>City of Boston  |  |   |   | 8. TYPE OF APPLICANT/RECIPIENT<br>A-State H-Community Action Agency<br>B-Interstate I-Higher Educational Institution<br>C-Substate J-Indian Tribe<br>D-District K-Other (Specify):<br>E-City<br>F-School District<br>G-Special Purpose District<br>Enter appropriate letter <input checked="" type="checkbox"/> E |   |
| 13. PROPOSED FUNDING<br>a. FEDERAL \$ 108,979 .00<br>b. APPLICANT 46,100 .00<br>c. STATE .00<br>d. LOCAL .00<br>e. OTHER .00<br>f. TOTAL \$ 155,079 .00   |  |   |   | 9. TYPE OF ASSISTANCE<br>A-Basic Grant D-Insurance<br>B-Supplemental Grant E-Other<br>C-Loan<br>Enter appropriate letter(s) <input type="checkbox"/> A <input type="checkbox"/>   |   |
| 14. CONGRESSIONAL DISTRICTS OF:<br>a. APPLICANT 8,9,&11<br>b. PROJECT 11  |  |   |   | 12. TYPE OF APPLICATION<br>A-New C-Revision E-Augmentation<br>B-Renewal D-Continuation<br>Enter appropriate letter <input type="checkbox"/> A   |   |
| 16. PROJECT START DATE Year month day<br>19 78 5 1  |  |   |   | 15. TYPE OF CHANGE (For 12c or 12d)<br>A-Increase Dollars F-Other (Specify):<br>B-Decrease Dollars<br>C-Increase Duration<br>D-Decrease Duration<br>E-Cancellation<br>NA<br>Enter appropriate letter(s) <input type="checkbox"/>  |   |
| 17. PROJECT DURATION<br>12 Months   |  |   |   | 18. ESTIMATED DATE TO BE SUBMITTED TO FEDERAL AGENCY Year month day<br>19 78 3 17   |   |
| 20. FEDERAL AGENCY TO RECEIVE REQUEST (Name, City, State, ZIP code)<br>Department of Housing and Urban Development, Wash., D.C.   |  |   |   | 19. EXISTING FEDERAL IDENTIFICATION NUMBER<br>NA  |   |
| 21. REMARKS ADDED<br>C. <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No   |  |   |   |   |   |
| 22. THE APPLICANT CERTIFIES THAT<br>a. To the best of my knowledge and belief, data in this preapplication/application are true and correct, the document has been duly authorized by the governing body of the applicant and the applicant will comply with the attached assurances if the assistance is approved.<br>b. If required by OMB Circular A-95 this application was submitted, pursuant to instructions therein, to appropriate clearinghouses and all responses are attached:<br>(1) Metropolitan Area Planning Council<br>(2) Office of State Planning<br>(3) |  | c. TYPED NAME AND TITLE<br>Robert F. Walsh, Director  |   | d. SIGNATURE<br>  |   |
| 23. CERTIFYING REPRESENTATIVE   |  | e. DATE SIGNED<br>Year month day<br>19 78 3 14  |   |   |   |
| 24. AGENCY NAME   |  |   |   | 25. APPLICATION RECEIVED<br>Year month day<br>19  |   |
| 26. ORGANIZATIONAL UNIT   |  |   |   | 27. ADMINISTRATIVE OFFICE   |   |
| 28. ADDRESS   |  |   |   | 29. FEDERAL APPLICATION IDENTIFICATION  |   |
| 30. FEDERAL GRANT IDENTIFICATION  |  |   |   |   |   |
| 31. ACTION TAKEN<br><input type="checkbox"/> a. AWARDED<br><input type="checkbox"/> b. REJECTED<br><input type="checkbox"/> c. RETURNED FOR AMENDMENT<br><input type="checkbox"/> d. DEFERRED<br><input type="checkbox"/> e. WITHDRAWN  |  | 32. FUNDING<br>a. FEDERAL \$ .00<br>b. APPLICANT .00<br>c. STATE .00<br>d. LOCAL .00<br>e. OTHER .00<br>f. TOTAL \$ .00 |   | 33. ACTION DATE Year month day<br>19  |   |
| 34. FEDERAL AGENCY A-95 ACTION  |  | 35. CONTACT FOR ADDITIONAL INFORMATION (Name and telephone number)  |   | 36. STARTING DATE Year month day<br>19  |   |
|   |  |   |   | 37. REMARKS ADDED<br><input type="checkbox"/> Yes <input type="checkbox"/> No   |   |
| 38. In taking above action, any comments received from clearinghouses were considered. If agency response is due under provisions of Part 1, OMB Circular A-95, it has been or is being made.   |  |   |   | b. FEDERAL AGENCY A-95 OFFICIAL (Name and telephone no.)  |   |



# TABLE OF CONTENTS

|      |   |       |
|------|---|-------|
| I.   | ABSTRACT                                      | Page  |
| II.  | OVERVIEW                                      | 1     |
|      |   | 2- 7  |
|      | A. Historical Background                      | 2- 3  |
|      | B. Issues                                     | 3- 7  |
|      | 1. Neighborhood Confidence                    | 3- 4  |
|      | 2. Single Family Homes                        | 4- 6  |
|      | 3. Modernization of Fairmount Housing Project | 6     |
|      | 4. Redevelopment of Wolcott Square            | 6- 7  |
| III. | PROJECT NARRATIVE                             | 8-19  |
| IV.  | DETAILED WORK PLAN                            | 20-22 |
|      | A. Neighborhood Confidence Building           | 20-21 |
|      | B. Single Family Homes                        | 21    |
|      | C. Fairmount Public Housing Modernization     | 21-22 |
|      | D. Wolcott Square Redevelopment Plans         | 22    |
| V.   | PROJECT STAFF AND ORGANIZATION                | 23-24 |
| VI.  | BUDGET  | 25    |
| VII. | APPENDICES                                    | 26-46 |
|      | A. The Boston Plan (Summary)                  | 26-38 |
|      | B. A-95 Review Documents                      | 39-42 |
|      | C. Certification                              | 43-46 |



# Abstract

I





## I. ABSTRACT

Hyde Park, a neighborhood in the southwest corner of Boston, is a neighborhood in transition. Historically a middle-class neighborhood of well kept single family homes with an almost entirely white population (99.6% in 1970), the neighborhood has changed in racial composition and in income level.

The older residents have lost confidence in the neighborhood partially because of unemployment and integration of schools and housing in the neighborhood. The result has been areas with little or no commitment to home maintenance and houses available for sale with few investors interested in them.

The City has recognized Hyde Park as a neighborhood in transition, a neighborhood with problems that must be addressed if it is to remain a desirable place to live, a viable neighborhood of the City. For that reason, Hyde Park was one of four sections of the City included in the Boston Plan. Of the issues raised in the Plan, several have been identified as appropriate for funding for the HUD Innovative Grants Program. These issues are:

Neighborhood confidence - what can the City do to bolster the image of the community?

Private housing - how can developers of new single family housing be attracted to Hyde Park?

Public housing - can a project built in 1952 be modernized to meet the needs of families in 1978?

How can Wolcott Square, a small commercial center that has become outdated, be redeveloped to improve the area and better meet the needs of the neighborhood?

The Office of Public Service, which operates the Little City Hall Program in Boston, and the Boston Redevelopment Authority have developed a joint program to respond to these issues. The results of this program will be activities that will: identify the factors influencing neighborhood confidence, develop and implement a plan to restore stability in the housing market, and bolster the image of the neighborhood as a desirable place to live. Additionally, in response to the other issues, the City will develop a plan for redevelopment of Wolcott Square including a combination of commercial and residential uses, a plan for modernization of the Fairmount Housing Project, and a development plan to attract new single family housing.

The problems faced in Hyde Park require the expertise of a planning agency (the BRA) and a service delivery agency (the Office of Public Service). While these agencies have cooperated on many planning efforts in the past, this will be the first time they have entered into a formal agreement to jointly plan and implement a program of this magnitude to directly respond to the needs of a community.



# Overview

II



## II. OVERVIEW

### A. HISTORIC BACKGROUND

Hyde Park, Boston's last community to be annexed (1912) can be viewed in terms of its similarity to other New England manufacturing towns. Its early growth centered around local industry and paper textile manufacturing. Connected to the larger world by rail, it merged physically with the expanding central City and grew rapidly at the turn of the century. A period of growth followed the Second World War, when new housing construction and a shift in job location to outside the area led it to be characterized as a suburb within the City. The population of Hyde Park grew 28% between 1960 and 1970, during a period when the City as a whole lost 8% of its population.

On the basis of 1970 census data, Hyde Park appears to have remained a relatively well-off community. According to this data, the neighborhood's residents have medium income and average education levels that are slightly above City averages, and an incidence of poverty and unemployment below City averages. Yet such an analysis is contradicted by the problems visible to the outside observer and those spoken of by residents. The widespread loss of confidence in the area might be explained by the history of school desegregation and the impact of rising taxes; however, conversations with storeowners, social service agency personnel, and community leaders suggest other factors are at work.

While certainly not the universal picture, unemployment and underemployment have taken a disproportionate toll on Hyde Park. Unemployment has dropped from a high of 15.5%, in Spring 1975, to a present level of around 9%, levels about 10% were sustained over a three-year period. While 19% of the unemployed were under 21, this figure is actually underestimated because underemployment and dropping out of the labor market were widespread in this age group.

The community has still not recovered from this period of unemployment. There are evidences of a decline in the money being spent at local businesses, of an increase in use of public assistance, and of owners deferring home improvements. Current statistics indicate that from 1970 to 1975, the area lost 1.6% of its population, and the percentage of black has changed from .4% to 4%. Profiles in Change, a Department of Housing and Urban Development (HUD)-sponsored data compilation, indicates a drop of 4 index points in family income against a City-wide average income in 1970 and 1975.

While available indicators are fragmentary and not conclusive, they appear to support the conclusion that "something has happened to income" in Hyde Park, and that this change lies



beneath many of the feelings and signs of negative trends. Even if Hyde Park remained closer to City averages than these bits of evidence might suggest, its skill base and socio-economic makeup would suggest that it has shared in both City-wide failure to recover fully from recent recession and the structural unemployment problems affecting trades and construction workers.

There has been a steady erosion of jobs in the manufacturing sector in Hyde Park, paralleled by an increase in vacant industrial buildings. Several major close-downs or transfers have highlighted this long-term trend, and over 900 jobs have been lost within the past five years. Major investments in streets and bridges are needed to provide access to existing industrial activities, and vigorous public action is required to create conditions suitable for expansion or to attract new development.

Hyde Park feels the secondary effects of a range of federal policies, from road-building to education, without being a focus for federal investment. Apart from limited Community Development Block Grant (CDBG) funds, almost no federal money has been spent in Hyde Park in the past decade. A City-financed neighborhood preservation program, increasingly constrained by fiscal problems and competing needs, has fallen far short of perceived need. In the past, City efforts have not addressed underlying economic issues or permitted detailed focus on a community at early signs of decline.

## B. ISSUES

### 1. Neighborhood Confidence

There are three sections of Hyde Park which evidence some housing deterioration: (1) the residential area south of Cleary Square between the Penn Central, Midland and Main Line Branch Railroads contain a number of homes in need of exterior repairs; (2) the residential section along the Penn Central Mainline Branch in Readville has a number of homes in need of moderate to extensive exterior repairs; and (3) there still remains a number of residential structures in fair to poor condition along Summer and Business Streets owned by the State Department of Public Works (DPW).

The Fairmount Public Housing Project has deteriorated substantially, including leaking roofs, missing gutters, falling porches, obsolete heating and plumbing systems, porous walls and ill-fitting windows. Any further delay by the BHA in making needed repairs to this project may jeopardize its eventual rehabilitation.





In addition, while there are extensive areas of single family homes in Hyde Park, there are insufficient low and moderate income units for elderly residents. A recent Boston Housing Authority study of the need for elderly housing indicated that Hyde Park was one of six areas in the City having a significant lack of elderly housing.

Circumstances of forced busing in Boston's schools and associated incidents of crime have caused the real estate market to enter a period of uncertainty. While most residents are continuing to invest in their homes and exhibit a sense of confidence, there is concern that investors appear hesitant to enter the Hyde Park area. Rumors are circulating that "blockbusting" is occurring but no evidence of this has been substantiated. From a careful review of all sales transacted in 1975 and 1976, it is clear that real estate prices in Hyde Park are steadily rising. In 1976, the median sales price for a single family home in Hyde Park was \$26,000. Real estate brokers report a significant increase in the number of houses for sale in Hyde Park and indicate that City-wide investors are cautious. They also state that the investment potential in Hyde Park is considerable given the age, price and condition of the housing stock.

The issues -- public housing, elderly housing, and private single family new construction -- are discussed separately below. These issues contribute to declining neighborhood confidence but alone cannot be the entire problem. The Hart Survey, a recent City-wide study of residents' attitudes about their neighborhoods and the City, asked a question about neighborhood confidence. The response from Hyde Park residents was the most negative about the future of all neighborhoods. In Hyde Park, people felt that the neighborhood was better three years ago than now, and better now than it will be three years in the future. This pessimistic outlook suggests a serious need for immediate attention by the City. The signs of housing deterioration noted above are caused by a malady that is intangible but must be identified and understood before a response may be planned.

## 2. Need for Construction of Single Family Houses

The Boston Redevelopment Authority is formulating plans to stimulate greater levels of home ownership in selected areas of the City. The major premise of the Authority is that, with appropriate public intervention, new homes in Boston can be affordable and attractive to a wider segment of the home buying market.



It is desirable for the City to promote home ownership, and the Hart Survey has indicated that owner-occupancy is the single most important factor in maintaining neighborhood pride and stability. The BRA is proposing that City encouragement of home ownership for middle-class families be incorporated as a permanent part of Boston's community development strategy.

Home ownership is good for Boston's neighborhoods. The Urban Reinvestment Task Force feels that the single best indicator of good neighborhoods is the percentage of owner-occupied housing units. To some extent, the deterioration in many neighborhoods comes about because of the weak market for home ownership. The City can promote home ownership by making it financially possible for moderate income families to own homes and by stimulating the construction of new homes in selected neighborhoods.

Home ownership is good for Boston's families, too. Our society defines it as desirable, and many families place a high value on owning a new house. This is part of the traditional American lifestyle strived for by the majority of the middle-class who can afford to own their housing. Home ownership is a good investment with attractive tax advantages, and it provides many families with their only major vehicle to build an equity position in our economic system. Most families take care to maintain their homes when they have an economic stake in them. Collectively, this adds up to good neighborhoods.

Over the last twenty to twenty-five years, there have been very few inexpensive houses built within the City of Boston. In recent years therefore, the typical first-time home buyer has had very little opportunity to make an investment in Boston. The only affordable housing has been the older stock, which often requires heavy expenditures to upgrade the units. In order to find a newer home, the buyer was forced to move to the suburbs. In the aggregate, this pattern represented a significant drain of the City's middle-class population.

Hyde Park has always been considered a suburban, middle-class neighborhood where one and two family, owner-occupied units predominate. Between 1960 and 1970, the district's population increased by 28%, principally through the construction of single family houses. This allowed Boston to continue to retain a strong middle income base, while City-wide the population was declining.

The national economic recession coupled with Boston's tax uncertainty and the issue of court ordered school desegregation has virtually brought new home construc-



tion in Hyde Park and elsewhere in the City to a standstill since 1970. As a result, many young, middle-class couples with families have been looking to the suburbs for housing where prices for comparable housing run 30%-80% above those found in Hyde Park.

3. Modernization of Fairmount Public Housing Project

The Fairmount Public Housing Project, a 202-unit, wood-and-brick family development built in 1952 on the City line near Milton, has visible external deterioration and maintenance problems.

The project is not easily accessible by public transportation, and was not designed to accommodate one, and in some instances, two cars per housing unit.

Incidences of racial tension are becoming apparent as the Boston Housing Authority, in compliance with federal court orders, executes the policy of desegregating this project from a predominantly white housing development to a more racially balanced project. Vacancy and vandalism rates have increased significantly in the past two years.

The surrounding residential neighborhood which contains some of the City's finest housing stock is now exhibiting symptoms of physical decline. Juvenile crime and vandalism have also increased in a formerly quiet, secluded neighborhood.

4. Redevelopment of Wolcott Square

Wolcott Square, Readville's only commercial center, is an old, small service area with approximately 10 stores, and is bordered by Neponset Valley Parkway, Hyde Park Avenue and the Penn Central Railroad. The existing buildings generally need major structural renovations and the storefronts which have been heavily vandalized need improvements as well. The embankment along the railroad line is poorly lit and landscaped. In addition, there is traffic congestion along Hyde Park Avenue and Neponset Valley Parkway at certain busy hours. As a focal point in this otherwise orderly community, Wolcott Square presents a negative influence.

The commercial property has been plagued with prolonged vacancies, and the real estate has changed hands several times in the past five years. A parcel is now in tax arrears to the City of Boston.

The adjacent property consists of substandard housing and in one instance, an abandoned house which the City owns through tax foreclosure. There are several vacant lots contiguous to the area.



The potential exists for a major redevelopment of the entire area to include a mixed use development of housing and ground floor commercial space. Hyde Park and Readville have a high percentage of elderly homeowners and a relative scarcity of elderly housing units.

The industrial base in Readville is closely tied to residents through employment, particularly in such large companies as Westinghouse and Diamond International. The development of housing for the elderly in Readville sponsored by industry could be a logical and creative way of achieving the construction of housing units for the elderly and fostering a climate of good will between industry and the community by eliminating Readville's only dilapidated structures.





# **Project Narrative**

**III**



### III. PROJECT NARRATIVE

#### A. GOALS AND OBJECTIVES

The City of Boston as part of the Boston Plan has developed a program to respond to the issues of declining neighborhood confidence, real estate instability and deterioration of public housing. The goals and supporting objectives of the program are outlined below.

##### 1. Neighborhood Confidence

###### GOAL:

To stabilize the residential market in Hyde Park and maintain the image of the neighborhood as a desirable place to live.

###### SUPPORTING OBJECTIVES:

To develop a clear understanding of how the housing market is changing in Hyde Park and what factors are causing the change.

To identify the positive factors in Hyde Park that can be used to the City's advantage in stabilizing the neighborhood.

To develop an identifiable citizen constituency with a positive attitude toward Hyde Park to take an active role in stabilizing the neighborhood.

To develop an image improvements program for Hyde Park building on positive factors about the neighborhood and utilizing citizens interested in Hyde Park.

To utilize City service delivery as a tool in the effort to stabilize the neighborhood.

##### 2. Construction of Single Family Homes

###### GOALS:

To retain and reinforce Hyde Park's reputation as a middle-class neighborhood and improve its ability to provide a wide selection of housing types for Boston's citizens.

###### SUPPORTING OBJECTIVES:

To stimulate new home construction in Hyde Park to attract new families to the area.

To increase the confidence of existing Hyde Park residents in the future of the housing market by demonstrating that new homes are being built and purchased in the community.



To restore formerly tax-producing property to the City's tax base by utilizing City-owned vacant lots or property acquired for highway construction which is no longer needed and now vacant.

3. Modernization of Fairmount Public Housing Project

GOAL:

To develop a plan to redesign the Fairmount Public Housing Project to accommodate changes in lifestyle since its construction, and to direct the concerted interest of private homeowners and public tenants to jointly develop strategies to ease the racial transition and assure long-term residential stability.

SUPPORTING OBJECTIVES:

To prepare an attractive landscape and parking design for this 18-acre housing development to accommodate changing family needs.

To formulate an active association between the Fairmount Neighborhood Association and the Fairmount Tenants' Task Force.

To assist associations in development of strategy to address issues of vandalism, delinquency and racial confrontation.

To restore pride in Fairmount Public Housing Project and surrounding neighborhood.

4. Wolcott Square Redevelopment

GOAL:

To prepare a comprehensive development plan for Wolcott Square to include housing and commercial redevelopment.

SUPPORTING OBJECTIVES:

Provide additional units of housing suitable for elderly occupancy.

To improve the appearance of the commercial property in particular.

Increase the tax-producing benefits to the City from Wolcott Square.

Eliminate a long-standing blighting influence in Readville.

Foster a positive relationship between industry and residents of Readville.



## B. APPROACH

Hyde Park is not a community which exhibits the traditional traits associated with urban decay such as abandonment, tax foreclosed property, and depreciating real estate. Rather, it is a relatively well-kept neighborhood, fraying only slightly at the edges, with housing values appreciating slightly. However, many residents in Hyde Park feel that neighborhood confidence is severely shaken, and fear the community is in a downward trend.

The Hyde Park Boston Plan was originally conceived because the City realized that certain symptoms of declining community confidence, a disinterested real estate market, and the early signs of deferred maintenance would be precursors to far larger problems if left unchecked.

Inasmuch as the traits are not typical of an urban community in trouble, the approach to address its symptoms and reverse declining neighborhood confidence in Hyde Park cannot rely on traditional urban policy. Rather, this planning proposal is an effort to develop a multi-faceted approach which draws on the strengths of two major agencies, the Boston Redevelopment Authority and the Mayor's Office of Public Service in an innovative manner to collectively develop an intervention strategy to insure the neighborhood's future stability. Neighborhood confidence, construction of single family homes, modernization of public housing and the redevelopment of the decaying commercial area will be the focus of this planning proposal.

### 1. Neighborhood Confidence

#### a. Housing Market Analysis

Comprised of two parts, this component provides information on what the condition of the housing market is in Hyde Park and what are the attitudes of residents about the neighborhood as a place to live. As a predominantly residential neighborhood, any effort to plan for stability in the neighborhood must start with a complete understanding of the dynamics of the housing market, and of residents' attitudes affecting the market.

The first step in this analysis will be to review all residential real estate transactions in Hyde Park from the beginning of 1976 up to date. Much of this review has already been done. A profile will be developed on each transaction. Additionally, for all 1978 sales, and if time allows 1977 sales, a demographic profile of the buyers and sellers will





be produced. Both the transaction and buyer/seller profiles will be gathered continuously with analysis on a quarterly basis. This analysis will provide housing market trend information.

The second part of the Housing Market Analysis will be a one-time random survey of Hyde Park residents. The transaction analysis looks only at those leaving, entering and moving within the neighborhood. This is only a small portion of the population and for planning purposes more must be learned about the remainder of the population; how long they have lived in the neighborhood, their perceptions of the neighborhood, their present housing and future needs, and their capacity to pay for it. This survey will be developed and conducted as a joint effort of OPS, the BRA, and an outside consultant hired specifically for this purpose. If the results of this survey are to be available for FY 1980 neighborhood budget planning process, it must be started by late June of 1978. It is expected that the survey will take approximately 23 weeks to complete from design to final report.

b. Image Improvements

A program to improve the image of Hyde Park as a good place to live and work will be implemented from concepts developed in the Innovative Grants Program. The information gathered in the Housing Market Analysis section, from the Hart Survey, and from other sources will be utilized in determining what neighborhood characteristics need to be changed or improved. Examples of already planned or expected activities include:

- Hyde Park Poster Contest.
- An effort to increase positive media coverage.
- A realtors tour of the neighborhood.
- Lending institutions - discussions with them and a possible tour.
- Utilization of HIP.
- Strengthening of community organizations.

Other ideas will develop as specific persons are assigned to work on the project on a full time basis and have the opportunity to interact with City employees and neighborhood people interested in the problem.



c. Service Delivery

While the Hart Survey identified loss of confidence in Hyde Park as a problem, the delivery of City services was not an issue. However, City services are important to residents and steps must be taken to prevent a decline in services that could become a contributing factor. As a part of a City-wide initiative, a "Neighborhood Cabinet" will be established in Hyde Park with representation from the Police Department, Fire Department, Public Works Department, Youth Activities Commission, Parks and Recreation Department, Building Department, Housing Inspection Department, and Housing Improvement Program. The Hyde Park Little City Hall Manager will serve as the chairman of the group. A number of objectives, discussed below have been established for the Cabinet when it is implemented in the Spring of 1978.

Routine service requests that come into the Little City Hall are handled by an informal system that occasionally results in requests falling through bureaucratic cracks. Regular face to face contact and improved follow-up should minimize if not eliminate this problem.

Some service requests require a coordinated response from more than one City department such as street cleaning or road repairs. The Cabinet provides a mechanism for ensuring communication and cooperation between departments. This again should result in an improved response to requests.

The cabinet will meet on a periodic basis during the evening with citizens invited to provide an opportunity for their voicing complaints, requests and recommendations for City services. Two results of these meetings will be giving residents an opportunity to deal personally with department representatives and will bring Hyde Park residents together to meet in a non-crisis atmosphere with common problems.

Several goals of the Boston Plan in Hyde Park require coordination with line departments if the effort is to be successful. Attempts to enhance the viability of commercial centers in Hyde Park require that services be delivered in a timely and effective manner. The objectives of making as many household/government contacts positive about Hyde Park requires that City employees be sensitized to the need to do this and that they make the required effort. The Cabinet provides an excellent vehicle for obtaining results in these areas.



Follow-up on requests or complaints received in the Little City Hall or at the Cabinet meetings with the public will be done by the Field Specialist and the Outreach Worker at the Little City Hall. Additionally, these staff persons will attempt to target areas needing special attention by City departments, and through the Cabinet, develop a plan for responding.

## 2. Single Family Homes Project

Progress to Date - Over the last few months, the Boston Redevelopment Authority has conducted an extensive planning effort in support of the Single Family Homes Project. Hyde Park appears to offer an ideal climate in which to implement this project, the anticipated services generated here will provide further impetus to replicate the program in other City neighborhoods.

The Authority has made initial contacts with potential participants in the construction of new homes. Our preliminary findings indicate that the City could be very successful in building and marketing a number of new single-family homes in Boston. Hyde Park offers a particularly exciting opportunity because of the suburban character of its housing stock and availability of prime vacant land which is publicly owned and can be acquired at minimal cost.

Several internal documents have been created which illustrate the Authority's progress to date. These are described below.

### Site Selection

The BRA's Neighborhood Planning Staff has identified several sites throughout the City that appear, from initial observations, to have value as home sites.

Illustrations of each of these, by neighborhood, as well as a City-wide base map, have been generated.

### Design Factors

The BRA Design Section has examined several existing plans to evaluate their potential usefulness in the Single Family Homes Project.

### Marketability

The Research Department has explored the recent trends in single-family construction in an effort to determine the feasibility of a publicly-sponsored program, and to focus our ideas of who the potential homeowners are.



In addition to these written reports, a great amount of staff time has been extended in research and consultation with home builders, mortgage lenders, real estate brokers, as well as several other interested parties.

General Task Remaining - The Authority is ready to finalize the necessary arrangements and controls to begin the actual building of new single-family homes. To carry out the program, it is vital that the Authority receive funding for the project. A funding commitment is necessary for two primary reasons: to support the continued activities of BRA staff on the project, and to provide the subsidies required to make new single-family homes financially feasible.

The primary form of subsidy will be a write-down of land costs, enabling new homes to be sold for the cost of construction alone. Potentially, however, other avenues may be necessary.

### 3. Modernization of Fairmount Public Housing Project

Conditions at the Fairmount Public Housing Project have deteriorated to the point where incidental maintenance and selected capital improvements are not sufficient to restore the project as an attractive and viable development.

The Boston Redevelopment Authority proposes to prepare a comprehensive plan for this project, paying particular attention to the need for parking provisions, visual aesthetic quality and placement of pedestrian amenities as well as design of recreation areas so that the project's overall design will better reflect the projected needs of residents in this 202-unit complex in the 1980's.

The presence of a public housing development can be viewed as an asset to a community rather than a detriment only if non-project residents and project tenants communicate and work together in a non-crises oriented situation.

The intent of this proposal is to foster a growing relationship between the private and public residential community in Hyde Park to jointly address issues and concerns affecting the management, occupancy and maintenance of the Fairmount Public Housing Project.

The present management system by the Boston Housing Authority appears to offer little incentive for pride in the project by tenants or surrounding neighbors. The creation of an alternative management system, ad-





ministered by a local non-profit organization comprised of private residents and public housing tenants could provide a far more efficient option. The organization of such a group will be a focal point of this proposed planning effort.

#### 4. Redevelopment of Wolcott Square

The Boston Redevelopment Authority proposes to examine the development potential of Wolcott Square and contiguous parcels with respect to structural stability, project supportable retail space and desirability of elderly housing construction and/or rehabilitation.

Wolcott Square's future must be examined with respect to its relationship to present industrial activity, and that which new economic development is likely to generate through location of new firms or expansion of existing manufacturing firms in the immediate area.

In the recent past, cosmetic improvements have been made in Wolcott Square to include sidewalks and street lighting. However, a unified, comprehensive planning effort is now needed to eliminate the one blighting influence in the otherwise quiet, well-kept residential area of Readville.

Any plan for redevelopment in Wolcott Square must be formulated with the express participation of residents of Readville and representatives of manufacturing firms located here. In developing a formal plan for this area, a detailed analysis will be conducted to determine the cost feasibility of (1) rehabilitating existing structures and (2) demolishing existing structures and combining vacant lots for new construction. Developer interest will be pursued when the planning effort produces a consensus on the preferred form for future development.

### C. RESOURCES

The staff that will be utilized on a full time basis for the work program is discussed separately in Section V. There are, however, a number of departments and agencies on which the project staff will rely for assistance and advice during the project. Each of these departments are described below as well as the two primary applicants, the Boston Redevelopment Authority and the Office of Public Service.

#### 1. Boston Redevelopment Authority

The departments of the BRA that will be involved in this project are as follows:



#### NEIGHBORHOOD PLANNING:

The Neighborhood Planning Department is designed to provide planning services to Boston's neighborhoods by developing, with extensive community participation, a comprehensive planning program for each of the City's eighteen planning districts which are divided along traditional neighborhood boundaries. A neighborhood planner is assigned to each district and serves as a resource person to neighborhood groups and other City departments, making available technical assistance when it is requested.

#### URBAN DESIGN:

The Urban Design Department is composed of architects and landscape architects who are concerned with the design aspects of planning and redevelopment in the City. This department administers the Design Review Process, the evaluation of design proposals submitted by a developer's architect and develops the design controls set forth in Developer's Kits for redevelopment parcels. Urban Design also provides architectural, landscape and rehabilitation services to City agencies and other BRA departments.

#### REAL ESTATE:

The Real Estate Department handles all aspects of land acquisition. It is responsible for inspection of properties scheduled for acquisition, appraisals to determine fair market value for properties and negotiations with owners and their lawyers to settle on a sales price.

#### RESEARCH DEPARTMENT:

The work of BRA planners and development staff rests on the foundation of data produced by the Research Department in its analysis and evaluation of information on economic trends and demographic changes both in the City and the nation at large.

## 2. The Office of Public Service

The Office of Public Service, which is responsible for administration of the Boston Little City Hall program, was established by Mayor Kevin H. White in 1968 to respond to the alienation of Boston's residents from their municipal government. Currently there are eighteen (18) Little City Halls located in every neighborhood of the City which:

- act as advocates for increased citizen participation in the affairs of municipal government;
- provide direct services and information to neighborhood residents;



- respond to complaints from neighborhood residents; and
- improve the delivery of City services through close cooperation with line department personnel.

Typically, each Little City Hall is staffed by a Manager, Assistant Manager, Service Coordinator, Field Representative and Secretary/Service Coordinator, though there is some variation in total staffing between Halls. Each Little City Hall is obligated to provide a wide variety of information and services to residents of its neighborhood.

Little City Halls' staff, in general, and Managers, in particular, engage in citizen participation and neighborhood problem solving activities on a regular basis. Managers often submit testimony to the Boston Licensing Board and the Boston Zoning Commission concerning local liquor licenses, zoning variances and other relevant concerns, particularly as they impact on their neighborhood. Managers also work with planning officials from the Boston Redevelopment Authority and the City's Office of Program Development, as well as local residents, on initiation and review of neighborhood projects and programs supported by the City's capital budget and the Community Development Block Grant budget. Additionally, Managers work with local residents and public officials as regards planning for significant state and federal programs, such as the Southwest Corridor transportation project, as well as developing City programs such as the annual Spring clean-up and the establishment of emergency shelters for elderly persons during the height of last year's winter.

The Boston Little City Hall program has a demonstrated capacity to initiate, develop and coordinate programs and efforts designed to impact inner-city neighborhoods and their problem areas. The program's daily interaction with residents of the neighborhoods it serves provides the framework for increased public sector response to pressing urban issues.

### 3. Housing Improvement Program

The Housing Improvement Program was designed to provide rehabilitation incentives for code-related improvements to owner-occupied structures. Homeowners enroll in the program before making any repairs. A rehabilitation specialist surveys the home, determines which improvements qualify for the program and provides a cost estimate for the eligible repairs. The homeowner proceeds with the repairs and upon completion, the rehab specialist makes a final inspection. The homeowner then receives a percentage rebate on the total cost outlay for the repairs.



4. Mayor's Office of Program Development

The Mayor's Office of Program Development serves as the central clearinghouse for all requests for allocations from the City's grant and capital resources and by preparing funding options in the short-term. The Department identifies community needs and develops short-term objectives and priorities for consideration. The Department also provides technical assistance to departments and agencies in planning projects and programs which respond to these objectives. A Neighborhood Programmer is assigned to each neighborhood and works with other City planning agencies to establish neighborhood priorities, especially those which are eligible for funding under the Community Development Block Grant program. OPD is also responsible for project planning and monitoring functions.

5. Parkman Center for Urban Affairs

The Parkman Center for Urban Affairs is responsible for serving as a link between City government and the academic, institutional, business and other communities which offer a rich but often little-used resource for addressing municipal problems. Furthermore, the Parkman Center is committed to assisting in the articulation of issues which are of concern to City government and City residents so as to promote a better informed shaping of municipal policy. The Parkman Center, in an effort to facilitate its goals, frequently organizes and directs conferences and seminars and published reports on the activities of the Center.

The primary area of concentration at the present time is on issue of neighborhood evolution, particularly in regard to local housing markets. Parkman Center activities have contributed to a better understanding of neighborhood investment and disinvestment and are influencing the role this and other governments see for themselves in the critical area of neighborhood development.

6. Neighborhood Service Cabinet

A Neighborhood Service Cabinet will be formed in Hyde Park. This Cabinet will be composed of key City of Boston department personnel with specific neighborhood service delivery responsibilities in Hyde Park, including local Police, Fire, Public Works-Highway, Parks and Recreation, Housing Inspection, Building and Youth Activities Commission personnel. The Neighborhood Service Cabinet for Hyde Park will be chaired by the Hyde Park Little City Hall Manager.





The purposes for establishment of the Neighborhood Service Cabinet in Hyde Park are several: (a) to improve the handling and delivery of routine City services; (b) to upgrade and improve interdepartmental cooperation and communication among City employees with critical neighborhood service delivery responsibilities; (c) to respond in a unified and systematic manner to critical neighborhood concerns and priorities that are of a nature that cut across standard departmental lines; and (d) to provide a forum for local residents to have direct access and contact with those City employees responsible for providing services to the neighborhood. The Neighborhood Service Cabinet will become the chief forum for resolution of the problems and issues in Hyde Park that require the intervention of the City of Boston.

7. Neighborhood Preservation Program

The responsibility of the Neighborhood Preservation Program is to concentration on selected neighborhoods characterized by 1-4 family dwellings where the City is investing considerable Community Development Block Grant resources in order to leverage private investment. The long-range programmatic goal is to stem neighborhood deterioration and loss of sound housing units by promoting confidence in the neighborhood's future on the part of residents, brokers, appraisers and lenders, public officials, members of the media and buyers.

The project has three major goals. The first is to determine the relative health of the local market on the basis of the ratio of responsible buyers to willing sellers. Secondly, the program will explore the impact that the perceptions of different actors are having on the local market. Finally, the program will develop and evaluate public information and marketing strategies which positively influence perceptions of the neighborhood's future stability.



# Detailed Work Plan

IV

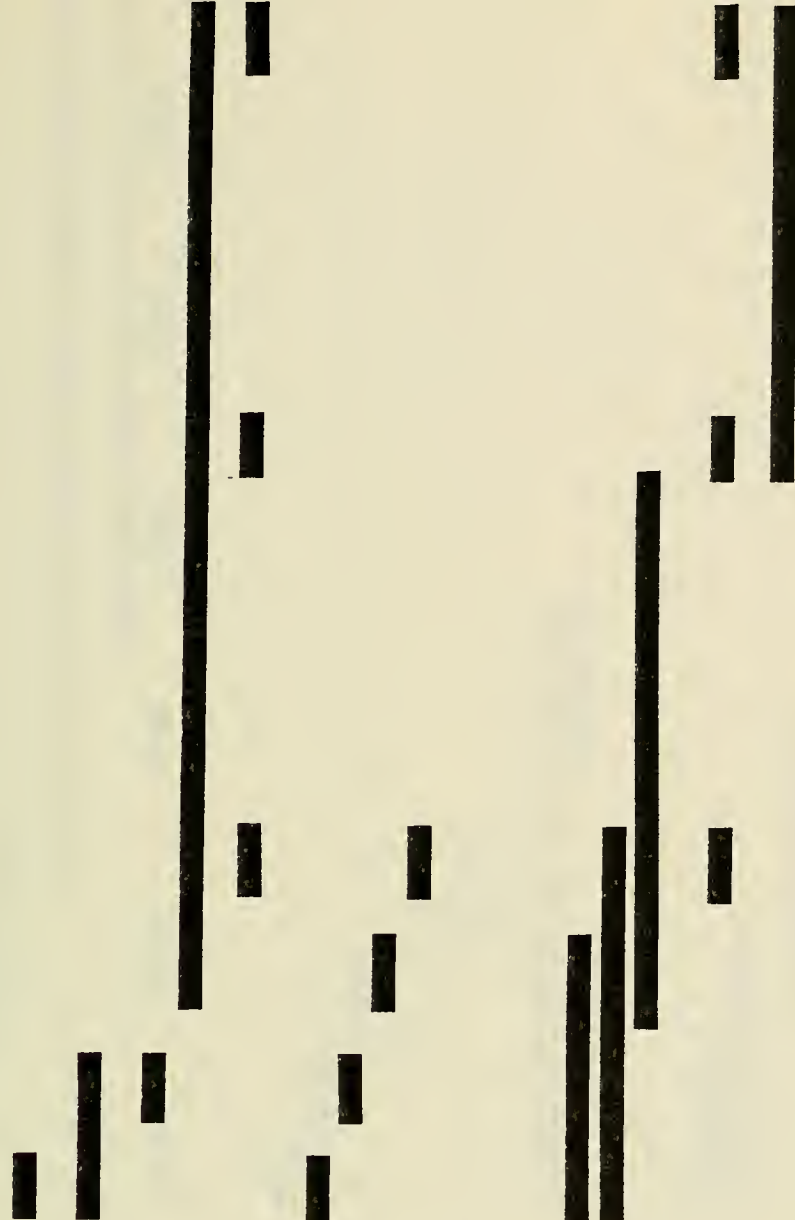


#### IV. WORK PROGRAM/TIMELINE

##### I. NEIGHBORHOOD CONFIDENCE BUILDING

July Aug. Sept. Oct. Nov. Dec. Jan. Feb. Mar. Apr. May June

- A. Housing Market Analysis
1. Transaction Analysis  
 ✓ Review Existing Info from BRA  
 ✓ Determine Needs & Plan Analysis  
 ✓ Catch Up 76-77 Info 1st Analysis  
 Ongoing Recording Quarterly Analysis Resident Survey  
 Design Implementation Analysis Reporting
  2. {
- B. Image Improvement Campaign
- Begin primary superficial activities
  - Planning of Campaign
  - Implement 1st Phase Major Program Activities
  - Review & Evaluation of Results Quarterly
  - 2nd Phase Ongoing



2000  
 2001  
 2002  
 2003  
 2004  
 2005  
 2006  
 2007  
 2008  
 2009  
 2010  
 2011  
 2012  
 2013  
 2014  
 2015  
 2016  
 2017  
 2018  
 2019  
 2020



- C. Service Delivery
- Set Up Cabinets & Settle in
- Formalize Processing of
- Service Delivery Requests
- Review Sub-Neighborhoods for
- Service Delivery Needs
- Respond to Needs
- Do Follow Up on Responses
- Cabinet Meetings with Citizens

OPS

II. SINGLE FAMILY HOMES PROJECT

- Identify New Housing Sites
- Prepare Legal Work for Acquisition
- Finalize Acquisitions
- Prepare Developer's Kits
- Advertise & Sect Developer(s)
- Develop Method for Sale to Private
- Owner-occupants
- Coordinate plans with Hyde Park
- Boston Plan Community Task Force
- Finalize Sale of New Homes.

BEA

III. FAIRMOUNT PUBLIC HOUSING MODERNIZATION

- Conduct Apartment Inspction
- Prepare Landscape Redesign
- Develop Cost Estimates/Work
- Write-ups
- Prepare Contracts for Moderni-
- zation
- Coordinate Funding Sources

20/240

no 3 20





July Aug. Sept. Oct. Nov. Dec. Jan. Feb. Mar. Apr. May June

III. Fairmount Public Housing Modernization

- Establish Liaison Between Private and Public Section Residents
- Develop Alternate Management System
- Coordinate with BHA and regularly Scheduled Improvement

IV. WOLCOTT SQ. REDEVELOPMENT PLANS

- Conduct Structural Review
- Project Supportable Retail Space
- Analyze Industrial Impact
- Real Estate Appraisal
- Coordinate Community Review
- Determine Costs, Feasibility
- Prepare Final Recommendations
- Preliminary Developer Interest

Kimberly / Mr. [unclear] CDC



# **Project Staffing    V and Organization**



## V. PROJECT STAFFING AND ORGANIZATION

The Boston Redevelopment Authority, which is the City's official planning agency, in cooperation with the Mayor's Office of Public Service have been designated by the Boston Plan Policy Committee to coordinate planning and development activities for the Hyde Park Section of The Boston Plan. Within the BRA, the Neighborhood Planning Department will manage the agency's activities in Hyde Park and coordinate the program with the Office of Public Service which will be responsible for specific section of the Plan.

The BRA's Neighborhood Planning Department, which has had an active program in Hyde Park since 1968, is responsible for mid and long range planning efforts in the City's neighborhoods and is regularly involved in interagency coordination. Contact and rapport with established community organizations throughout the City is an essential ingredient to our planning program. It has a widespread and deep familiarity of issues and problems in Hyde Park, as well as established relationship with existing organizations and agencies associated with this community. In addition, the BRA's departments of Development, Research, Urban Design, Engineering and Real Estate will be relied upon to provide specific assistance so that the items included in this proposal for funding by H.U.D. can be successfully accomplished.

The Mayor's Office of Public Service will share management responsibilities for specific sections of this proposal in cooperation with the BRA. The effective Little City Hall Program is managed through OPS and it is this program's successful experience in dealing with the day-to-day concerns of residents in the City's neighborhoods that enables OPS to jointly engage in a unique planning effort with the Boston Redevelopment Authority.

The Boston Plan Executive Committee will be directly responsible for all policy decisions contained in the Boston Plan, and its Executive Director will oversee the coordination of the Hyde Park section with the other three components of the Boston Plan. The Boston Redevelopment Authority under the direction of Robert F. Walsh will specifically coordinate the Hyde Park component, and has designated the Neighborhood Planning Department to be responsible for the daily activities and to coordinate the management functions shared (by a specific memo of understanding) between the Authority and the Office of Public Service. Under the direction of Richard J. Kelliher, the Office of Public Service plans to utilize the resources of a variety of City line departments and will extensively rely upon the OPS Program Manager to administer the OPS components of this project. The Hyde Park Little City Hall Manager will provide programmatic advice based on his detailed knowledge of the community and its dynamics.



## PROJECT STAFFING

### 1. Neighborhood Confidence

OPS Program Manager  
Hyde Park Neighborhood Specialist  
Hyde Park Neighborhood Assistant

### 2. Single Family Homes Project

BRA Hyde Park Neighborhood Planner  
BRA Planning Assistant  
BRA Urban Designer  
BRA Real Estate Department  
BRA Legal Counsel

### 3. Modernization of Fairmount Pittsburgh Project

BRA Neighborhood Planner  
BRA Planning Assistant  
BRA Urban Designer  
BRA Engineering Department

### 4. Redevelopment of Wolcott Square

BRA Neighborhood Planner  
BRA Planning Assistant  
BRA Real Estate Department  
BRA Development Department





**Budget**

**VI**



## VI. BUDGET

### Hyde Park: A Neighborhood in Transition

| <u>Personnel</u>                      | <u>Federal</u>   | <u>Local</u>      |
|---------------------------------------|------------------|-------------------|
| Program Manager                       | \$ 21,000        |                   |
| Senior Planner                        | 15,000           |                   |
| Neighborhood Specialist               | 16,000           |                   |
| Neighborhood Assistant                | 12,000           |                   |
| <br>                                  |                  |                   |
| BRA Research Staff Time               |                  | \$ 5,000          |
| BRA Urban Design Staff Time           |                  | 10,000            |
| BRA Neighborhood Planner              |                  | 18,600            |
| BRA Real Estate Department Staff Time |                  | 2,500             |
| Little City Hall Manager              |                  | 4,375             |
| Little City Hall Assistant Manager    |                  | 3,125             |
| Neighborhood Cabinet Staff Time       |                  | 2,500             |
|                                       | <u>\$ 64,000</u> | <u>\$ 46,100</u>  |
| Fringe at 21%                         | <u>13,440</u>    | <u>-</u>          |
| <br>                                  |                  |                   |
| Total Personnel                       | \$ 77,440        | \$ 46,100         |
| <br>                                  |                  |                   |
| Equipment                             | 1,400            |                   |
| Supplies, Printing, and Graphics      | 3,300            |                   |
| Consultant Services for Survey        | 8,929            |                   |
| Land Acquisition                      | <u>5,000</u>     | <u>          </u> |
| <br>                                  |                  |                   |
| TOTAL DIRECT                          | \$ 96,069        | \$ 46,100         |
| Indirect at 15%                       | <u>12,910</u>    | <u>          </u> |
|                                       | \$108,979        | \$ 46,100         |



## Appendices VII



The Boston Plan (Summary)  
The Boston Plan Executive Policy Committee

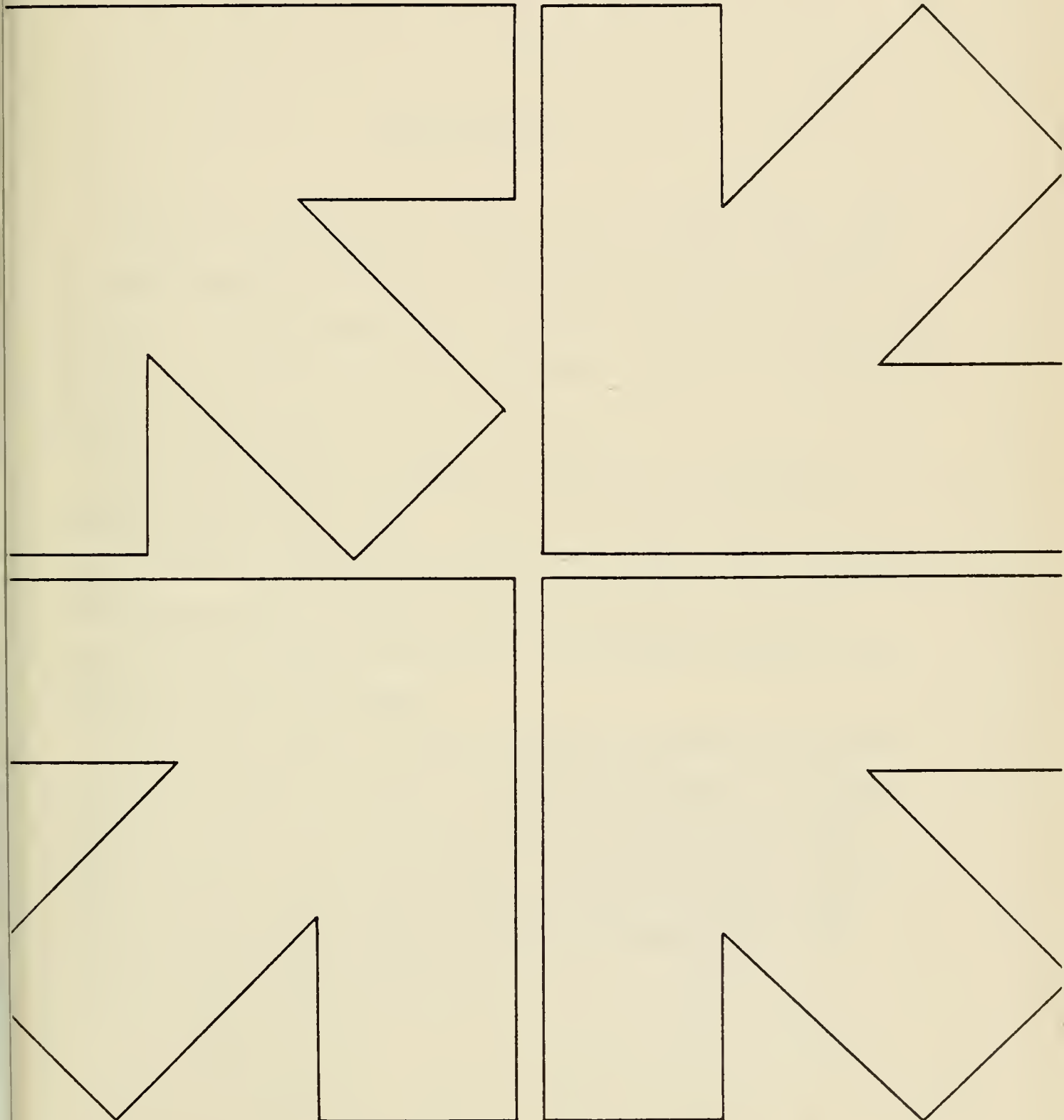




# THE BOSTON PLAN



CITY OF BOSTON / Kevin H. White, Mayor / August, 1977





## THE BOSTON PLAN

Boston is one of our nation's oldest and most historic cities, and is known throughout the world for its educational, medical and cultural resources. In recent years, Boston has added to its reputation with revitalization efforts that have transformed it into one of the country's most attractive, colorful, and vital places to live.

Young professionals are rediscovering Boston; its population is once again showing modest gains. Having survived the economic and social traumas of the early 70's, Boston's mood today is one of buoyancy and cautious optimism. There is every indication that the city has regained the confidence and energy that is the prelude to another era of rebuilding and civic improvement.

But today's problems will require different approaches than those successfully applied in the past. Past programs focused on the wholesale elimination of blight through demolition and major reconstruction efforts. Their successful application in Boston changed the face of the city, but their benefits accrued primarily to downtown Boston and to people who live outside of the city.



Past programs failed to address the underlying causes of blight in Boston--chronic joblessness among its residents, the lowest per capita income of any major US city, and a shrinking tax base.

The Boston Plan was developed in response to these and other urban problems that follow in their wake--poverty, economic deterioration, housing abandonment and crime. It recognizes the need for a new urban strategy which focuses on the coordination of federal funding across traditional departmental lines and the sound management of additional public and private investment at the local level, to achieve primary goals of economic development and job creation.

The primary objective of the Boston Plan is the generation of economic activity by using public investment to leverage private sector spending.

#### THE URBAN REVITALIZATION CYCLE

Private sector spending in any urban economy stimulates a cycle of economic regeneration.

Private sector investment creates jobs and increases incomes, which

- improves living standards, which
- helps stabilize neighborhoods and maintain housing, which
- helps expand the City's tax base, which
- increases City revenues, which
- expands the City's ability to provide improvements and services, which
- contributes to overall economic development, which, in turn
- leverages private sector investments.



Traditionally, that cycle in Boston has been stimulated by massive city expenditures for capital construction projects. But in recent years, recession, inflation and the lack of substantial tax reform at the state level, have eaten away at City resources and caused the cycle to break down.

Boston, like other cities, is unable to raise the capital necessary to stimulate its own economy and must now rely on federal investment to make the cycle work.

### THE BOSTON PLAN

With that goal in mind, and with the help of a 302 Planning grant from the Department of Commerce's Economic Development Administration, over 25 professionals from city agencies coordinated their resources to develop a new urban strategy for Boston.

The planning process began with these assumptions:

- that the piecemeal approach of the past, which spread resources thinly and addressed individual problems in a vacuum would no longer suffice;
- that federal and other public investments must be coordinated at both ends to maximize their impact and achieve lasting results;
- that modern renewal efforts must concentrate on comprehensive, job-intensive, economic development;
- that private sector involvement is crucial to the entire process.

The Boston Plan is the result, and is a major new initiative to coordinate federal funding toward specific City goals with an emphasis on jobs, taxes, and economic development as central to the City's new strategy.





It is aimed at resolving Boston's most critical problems and at providing a prototype for similar efforts elsewhere.

### THE NEIGHBORHOODS

To guard against spreading ourselves too thin, and to insure the successful completion of a manageable number of projects, The Boston Plan has focused on four high-priority areas of the city. Each has different problems, different opportunities and will require different approaches. All have opportunities for private investment.

The areas were selected on the basis of both firm public and private commitments and the existence of effective community organizations.

While the 72 projects contained in the Boston Plan are targeted specifically to The Harbor, the Columbia Point Peninsula, Hyde Park and Blue Hill Avenue, the benefits will be felt city-wide.

### THE BENEFITS

The major benefit of The Boston Plan is the creation of approximately 14,000 new permanent jobs over the next five years. The need for jobs is critical. Boston's unemployment rate was 10 per cent in 1976 (12 per cent among blue collar workers), reflecting the loss of more than 50,000 jobs since 1970. Assuming that every effort will be made to guarantee that 50 per cent of the 14,000 new jobs will go to Boston residents, our unemployment rate would be reduced by 25 per cent.

Other benefits of The Boston Plan include the rehabilitation of public and private housing, increased crime prevention, improved transportation, better health care, more recreational activities, and increased energy conservation.



Because of the scope of the program, only a coordinated approach that uses funding from a number of federal agencies will make The Boston Plan a success.

### COSTS

The Boston Plan will require more than \$500 million in public and private expenditures over the next five years. The Plan proposes that over \$120 million of these monies come from the federal government, to leverage \$400-500 million in private and other funds for maximum impact. Boston is interested in tapping HUD's Urban Development Action Grants and New Communities money as well as continuing and expanding the Economic Development Administration's commitments in Boston. Other projects should be supported by federal departments such as Labor, Commerce, Energy, Health, Education and Welfare, Interior, Justice, Transportation and Treasury.

### IMPLEMENTATION

Steps have already been taken to ensure the successful implementation of The Boston Plan with an emphasis on sound management and guarantees for compliance with all federal regulations.

Currently, a seven-member Executive Policy Committee, composed largely of top officials from within City government, meets weekly, sets priorities and exercises authority over decision making related to The Boston Plan.

Committee members include the Executive Director of the Boston Redevelopment Authority, Chairman of the Board of Directors of the City's Economic Development and Industrial Corporation, Director of the Employment and Economic Planning Administration, and the Director of the Mayor's Office of Federal Relations.



## COMMUNITY PARTICIPATION

Since the release of the current draft of the Boston Plan for community review in late August, there has been an on-going effort to meet with and brief community groups, state and local officials, private sector representatives, congressional and federal officials and the news media.

We have actively sought their suggestions and comments, many of which have been submitted in writing, and which we intend to incorporate into the final draft of the Boston Plan.

## CONTINUED PLANNING

The numerous projects included in the Boston Plan require further development in varying degrees. In some cases this means simply negotiating agreements between several parties and in others the actual mechanics of a project must be developed. The Boston Plan is a decision making tool which relies on comments and critiques in order to continue a constant process of refinement.

The obvious emphasis of the Boston Plan is on job creation and economic development. However, there are a number of other programs which may not directly stimulate economic activity but which are important to the overall well being of the city. These programs are crime prevention and security, energy organization and energy systems, health care, and issues related to tenant organizations and public housing. Additional funding sources will be pursued with the Justice Department, Department of Energy, HEW, Action and the Community Services Administration.

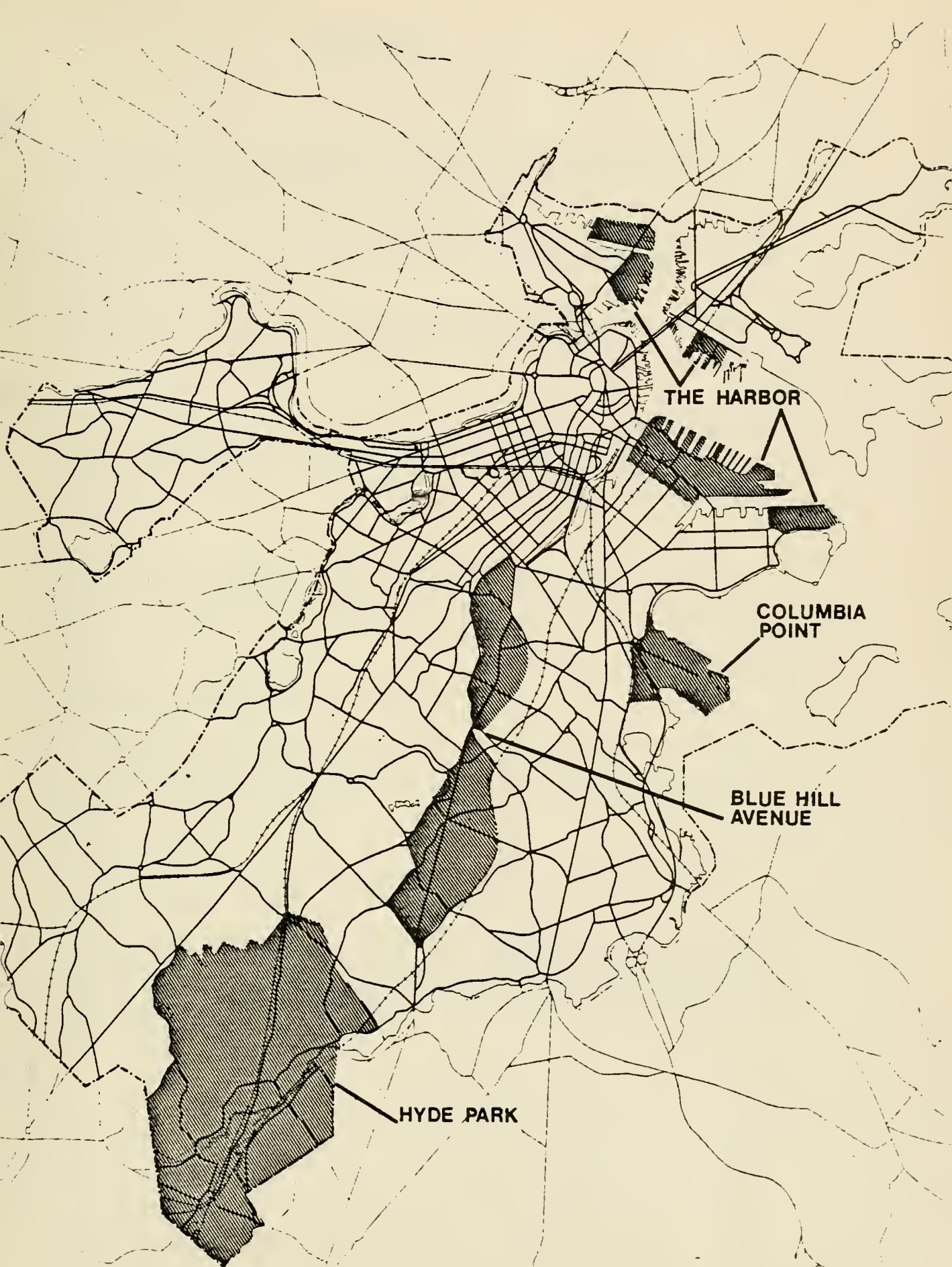


## EVALUATION

The Boston Plan will be evaluated through a series of defined goals. In broad terms, the projects in the Boston Plan will be measured in terms of their effectiveness in creating job opportunities, increasing income, providing better housing, expanding the city's tax base, maintaining the city's capacity to deliver services at an effective level and promoting commercial and industrial development.







**THE BOSTON PLAN TARGET AREAS**



## THE HARBOR

### GOALS

- The creation of nearly 9,380 new permanent jobs and 1,300 construction jobs averaged over a ten year time period, with 50 per cent of these positions going to Boston residents.
- Investment of \$105 million of Federal, state and local funds in the Harbor area to provide a physical base for private investment of approximately \$300 million.
- Completion of 1,100 units of mixed subsidized and market housing, creating a new residential community at the waterfront.

### PROJECTS

- Continued development of the Boston Marine Industrial Park (BMIP), formerly the South Boston Naval Annex, at a cost of \$8 million. Expansion of ship repair, industrial and marine operations, currently employing 800 workers, to 1,200 workers in two years and 5000 in five years.
- Development by Massport of a new containerport facility at the BMIP, creating 150 jobs in two years and 250 jobs in five years, adding a major service to promote business growth throughout the region.
- Creation of a Foreign Trade Zone at the BMIP, owned by EDIC, operated by Massport, 350 permanent jobs by 1980.
- Development of the former Charlestown Navy Yard at a cost of \$20 million in public investment. Will provide the catalyst for \$100 million of committed private funds for mixed housing, waterfront park, and manufacturing project. Will generate 1,800 permanent jobs.
- Transportation improvements including construction of a Seaport Access Road and new Northern Avenue Bridge.
- Longer-term development for the Harbor includes water quality improvements to Fort Point Channel, development of the Penn Central Railyard properties, hotel/commercial development, convention center, proposed waterfront housing, and the re-use of Massport's surplus properties.



## COLUMBIA POINT

### GOAL

The total revitalization of the Peninsula with the creation of a "new-town, in-town". Emphasis will be on housing, commercial activity, waterfront recreation, and job programs.

### PROJECTS

#### - Development of Mixed-Income Housing

Some 1,500 new units of housing will be developed, with a guarantee to house current tenants at Columbia Point as the lower-income sector of the new mixed income development (25%-low; 25% medium; 50%-high). The housing components will cost approximately \$70 million and will be financed through a variety of private, public and semi-public sources (such as MHFA).

#### - Reopening of Bayside Mall

The reopening of a smaller, better designed Bayside Mall, accomplished through minor demolition and redesign, will be oriented toward the new mixed-income development of the Peninsula, major institutions in the area, nearby employment centers, and South Boston and northern Dorchester communities.

#### - Waterfront Recreation

The development of a major waterfront facility will take advantage of the excellent views and the two mile shorefront and will provide boating and mooring facilities and other waterfront recreation. The new facilities will be a major part of the marketing of the housing development, and will provide recreational benefits for the community at large.

#### - Jobs Programs

An important element of the Columbia Point proposal is the creation of jobs and job training opportunities for Boston residents. Job training programs will concentrate on preparing workers for jobs in existing area companies and for all construction jobs generated by the project.

### RESULTS

- Successful completion of the Columbia Point housing development would result in the first mixed-income housing development constructed outside of downtown and the first anywhere in Boston since 1973.
- It would generate \$2 million annually in property taxes to the City.





## BLUE HILL AVENUE

### GOAL

The Blue Hill Avenue proposal calls for the physical and economic revitalization of the Avenue from Grove Hall north to the Crosstown Industrial Park. It is a strategy to increase job opportunities and improve the economic status of the community through an influx of private investment.

### PROJECTS

- Industrial development in parcels adjacent to the soon-to-be constructed Crosstown arterial street, providing increased job opportunities for local residents. The Crosstown Industrial Park development will require \$12 million in public investment and will create 200 temporary and up to 3000 permanent jobs over four years.
- Strengthening of the Grove Hall and Dudley Station commercial centers.
- Upgrading of the residential neighborhoods abutting Blue Hill Avenue through programs that would rehabilitate occupied housing (like the City's Housing Improvement Program); restore abandoned properties; reuse vacant lots; reduce crime; and highlight several energy-related concerns.
- Restoration of the Orchard Park Housing Project through a number of realizable new programs and policies.
- Improvement of the transportation links within the area to provide better access to the commercial districts and to the improved job locations. A trolley line plus avenue reconstruction is recommended.





GOAL

In Hyde Park, an essentially strong residential neighborhood, the Boston Plan's goal is to increase the level of City services and develop new programs to ward off the beginning signs of flagging confidence and encroaching physical decline.

PROBLEMS

These problems have been identified as the appropriate focus for new public action:

- A decline in business activity in the neighborhood's key commercial area, Cleary Square.
- A loss of residential confidence, coupled with the inability of homeowners to afford needed repairs.
- The limited opportunities for young people, and the impact the resultant youth misbehavior has on the neighborhood's stability.
- A steady decrease in available jobs (900 jobs lost in the last five years) paralleled by an increase in the number of industries moving away from the area.

PROJECTS

- Revitalize the neighborhood's commercial core, Cleary Square. Physical improvement and marketing activities will establish a more favorable climate for commercial enterprises in the Square. Its revitalization will significantly enhance Hyde Park residents' confidence in their community.
- Preserve and strengthen the neighborhood housing stock through an image improvement program and activities that will increase property owners' capacity to invest in home maintenance and repairs.
- Expand and link educational, job, training, and recreational opportunities for young people. This will not only improve the earning power of the neighborhood's young people, but will enhance the community's confidence in its future.
- Arrest the trend of economic decline in the Hyde Park industrial area (around Readville Yards) and create conditions suitable for the expansion of existing companies and the development of new firms. Industrial development will secure the jobs most needed in the City, the jobs that have been lost through long-term changes in the region's economy.
- A major effort is being waged to attract Amtrak's proposed heavy repair facility for the Northeast Corridor to the Readville Yards, a move that would generate 700 to 1000 jobs. Should Amtrak's decision not be in our favor, the area will be developed as an industrial park.



BOSTON PLAN POLICY COMMITTEE

- \* John Drew, Director of Office of Federal Relations
  - \* Chuck Atkins, Director of EEPA
  - \* Gordon Brigham, Director of Boston Plan
  - \* Robert Walsh, Director of Boston Redevelopment Authority
  - \* Andy Olins, Mayor's Housing Advisor
  - \* Emily Lloyd, Mayor's Transportation Advisor
  - \* Lowell Richards, Office of Fiscal Affairs
  - \* George Seybolt, Director of Board, EDIC
  - \* Patrick Jones, Director of Lena Park Development Corporation
- Marilyn Swartz Lloyd, Deputy Director of Office of Federal Relations
- Philip Zeigler, Planning Director, BRA
- John Weis, Director, Office of Program Development
- Rich Kelliher, Director, Office of Public Service
- Kathy Fraser, Deputy Director of EEPA
- Michael Westgate, Director, EDIC
- Martha Goldsmith, Mayor's Office of Housing
- 
- \* Executive Committee



A-95 Review Documents



# Boston Redevelopment Authority

MAR 16 1978

Mr. Frank Keefe  
Director of State Planning  
State Clearinghouse  
Room 2101  
One Ashburton Place  
Boston, MA 02108

Dear Mr. Keefe:

RE: Boston Plan - Hyde Park #78030242

In response to the requirements of OMB Circular A-95, I am submitting herewith the Notice of Intent Form for the City of Boston's proposal for an Innovative Grant Program to be carried out with financial assistance from the Department of Housing and Urban Development.

This proposal requests funding in the amount of \$108,979 to carry out a planning program for Hyde Park, one of the target areas of the Boston Plan. The proposal focuses upon building greater neighborhood confidence through neighborhood stabilization.

At the request of the Mayor, and on behalf of his office, the Boston Redevelopment Authority is submitting this proposal to the Department of Housing and Urban Development. The project will be managed jointly under a cooperation agreement between the Mayor's Office of Public Service, Richard Kelliher, Director; and the Boston Redevelopment Authority, Robert F. Walsh, Director. The project will be monitored by the Boston Plan Executive Policy Committee, John Drew, Chairman; and by the Director of the Boston Plan, Gordon Brigham.

The City has been requested by HUD to file this application by March 17. I am, therefore, requesting that the A-95 procedure be either expedited, or that the final review be waived by your office and by the Metropolitan Clearinghouse.

Sincerely,

  
Philip Zeigler  
Planning Director

cc: John Drew, OFR; Robert Walsh, BRA; Richard Kelliher, OPS

1 City Hall Square  
Boston, Massachusetts 02201  
(617) 722-4300

-39-

Boston Redevelopment Authority is an Equal Opportunity / Affirmative Action Employer





# Notice of Intent Form

To apply for federal funds for programs covered by the Office of Management and Budget (OMB) Circular A-95

To be filed at least 30 days prior to submission to federal agency

## APPLICANT

Name City of Boston - Boston Redevelopment Authority

Address One City Hall Square, Boston, MA 02201

Telephone Number 722-4300

Name and title of person to receive correspondence Robert F. Walsh

Director, Boston Redevelopment Authority

Name and title of contact person (if different) Marilyn Swartz Lloyd

Mayor's Office of Federal Relations; Philip Zeigler, Boston Redevelopment Authority

## PROJECT

Title Boston Plan - Hyde Park

Location of project/impact area Hyde Park, Massachusetts

Starting date and project duration May, 1978 - May, 1979

## FUNDING AGENCY

Name Department of Housing and Urban Development

Federal Catalogue Program Number Innovative Grant Program

Estimated date of submission to federal agency March 17, 1978

## FUNDING REQUEST

Federal \$108,979

State

Local 46,100

Other

Total \$155,079

## PROJECT SUMMARY

Please include at a minimum: narrative description of project, budget and/or cost estimate, and locus map (where applicable). The narrative might include a statement of need, program objectives, coordination with other agencies, citizen involvement, past performance (in the case of continuing programs), and environmental assessment where appropriate. (Use additional sheets where necessary.)

See Attachment

Sent to OSP and Metropolitan Area Planning Council on March 15, 1978  
(Name of Regional Clearinghouse) (Date)

Prepared by Philip Zeigler

(Type or Print Name)

(Signature)

## NOTE

Send white copy to State Clearinghouse, Office of State Planning, Room 2101, One Ashburton Place, Boston, MA 02108. (Phone (617) 727-4154). Send yellow copy to Regional Clearinghouse, retain pink copy for your records.

To be filled in by State Clearinghouse SCI



INNOVATIVE GRANT PROGRAM  
BOSTON PLAN - HYDE PARK

Hyde Park, a neighborhood in the southwest corner of Boston, is a neighborhood in transition. Historically, a middle-class neighborhood of well-kept single family homes with an almost entirely white population (99.6% in 1970), the neighborhood has changed in racial composition and income level.

The older residents have lost confidence in the neighborhood partially because of unemployment and integration of schools and housing in the neighborhood. The result has been areas with little or no commitment to home maintenance and houses available for sale with few investors interested in them.

The City has recognized Hyde Park as a neighborhood in transition, a neighborhood with problems that must be addressed if it is to remain a desirable place to live, a viable neighborhood of the City. For that reason, Hyde Park was one of four sections of the City included in the Boston Plan. Of the issues raised in the plan, several have been identified as appropriate for funding for the HUD Innovative Grants program. These issues are:

- neighborhood confidence - what can the City do to bolster the image of the community.

- private housing - how can developers of new single family housing be attracted to Hyde Park.

- public housing - can a project built in 1952 be modernized to meet the needs of families in 1978.

- how can Wolcott Square, a small commercial center that has become outdated, be redeveloped to improve the area and better meet the needs of the neighborhood.

The Office of Public Service which operates the Little City Hall program in Boston and the Boston Redevelopment Authority have developed a joint program to respond to these issues. The results of this program will be activities that will: identify the factors influencing neighborhood confidence, develop and implement a plan to restore stability in the housing market and bolster the image of the neighborhood as a desirable place to live. Additionally, in response to the other issues, the City will develop a plan for redevelopment of Wolcott Square including a combination of commercial and residential uses, a plan for modernization of the Fairmount Housing Project, and a development plan to attract new single family housing.



The problems faced in Hyde Park require the expertise of a planning agency (the BRA) and a service delivery agency (the Office of Public Service). While these agencies have cooperated on many planning efforts in the past, this will be the first time they have entered into a formal agreement to jointly plan and implement a program of this magnitude to directly respond to the needs of a community.



## Assurances and Certification





## ASSURANCES AND CERTIFICATION

The applicant hereby assures and certifies with respect to the grant that:

- (1) It possesses legal authority to apply for the grant, and to execute the proposed project.
- (2) Its governing body has duly adopted or passed as an official act a resolution, motion or similar action authorizing the filing of the application, including all understandings and assurances contained therein, and directing and designating the authorized representative of the applicant to act in connection with the application and to provide such additional information as may be required.
- (3) It has complied with all the requirements of OMB Circular No. A-95 as modified by Sections 57C 454(e) and that either
  - (i) any comments and recommendations made by or through clearinghouses are attached and have been considered prior to submission of the application; or
  - (ii) the required procedures have been followed and no comments or recommendations have been received.
- (4) Its chief executive officer or other officer of applicant approved by HUD:
  - (i) consents to assume the status of a responsible Federal official under the National Environmental Policy Act of 1969 insofar as the provisions of such Act apply to the applicant's proposed program pursuant to 24 CFR 570.603; and
  - (ii) is authorized and consents on behalf of the applicant and himself to accept the jurisdiction of the Federal courts for the purpose of enforcement of his responsibilities as such an official.
- (5) It will comply with the regulations, policies, guidelines and requirements of Federal Management Circulars 74-4 and 74-7, as they relate to the application, acceptance and use of Federal funds for this Federally-assisted program.
- (6) It will administer and enforce the labor standards requirements set forth in Section 570.605 and HUD regulations issued to implement such requirements.



- (7) It will comply with all requirements imposed by HUD concerning special requirements of law, program requirements, and other administrative requirements approved in accordance with Federal Management Circular 74-7.
- (8) It will comply with the provisions of Executive Order 11296, relating to evaluation of flood hazards.
- (9) It will comply with:
  - (i) Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and the regulations issued pursuant thereto (24 CFR Part 1), which provides that no persons in the United States shall on the grounds of religion, race, color, sex, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant receives Federal financial assistance and will immediately take any measures necessary to effectuate this assurance. If any real property or structure thereon is provided or improved with the aid of Federal financial assistance extended to the applicant, this assurance shall obligate the applicant, or in the case of any transfer of such property, any transferee, for the period during which the real property or structure is used for a purpose for which the Federal financial assistance is extended or for another purpose involving the provision of similar services or benefits.
  - (ii) Title VIII of the Civil Rights Act of 1968 (P.L. 90-284) as amended, administering all programs and activities relating to housing and community development in a manner to affirmatively further fair housing; and will take action to affirmatively further fair housing in the sale or rental of housing, the financing of housing, and provision of brokerage services within the applicant's jurisdiction.
  - (iii) Section 109 of the Housing and Community Development Act of 1974, and the regulations issued pursuant thereto (24 CFR 570.601), which provides that no person in the United States shall, on the grounds of religion, race, color, national origin or sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any program or activity funded in whole or in part with Title I funds.
  - (iv) Executive Order 11063 on equal opportunity in housing and non-discrimination in the sale or rental of housing built with Federal assistance.
  - (v) Executive Order 11246, and all regulations issued pursuant thereto (24 CFR Part 130), which provides that no person shall be discriminated against on the basis of race, color, religion, sex or national origin in all phases of employment



during the performance of Federal or Federally-assisted contracts. Such contractors and subcontractors shall take affirmative action to insure fair treatment in employment, upgrading, demolition, or transfer; recruitment or recruitment advertising; layoff or termination, rates of pay or other forms of compensation and selection for training and apprenticeship.

- (vi) Section 3 of the Housing and Urban Development Act of 1968, as amended, requiring that to the greatest extent feasible opportunities for training and employment be given lower-income residents of the project area and contracts for work in connection with the project be awarded to eligible business concerns which are located in, or owned in substantial part by, persons residing in the area of the project.

(10) It will:

- (i) in acquiring real property in connection with the urban development action grant program, be guided to the greatest extent practicable under State law, by the real property acquisition policies set out under Section 301 of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646) and the provisions of Section 302 thereof;
- (ii) pay or reimburse property owners for necessary expenses as specified in Section 303 and 304 of the Act; and
- (iii) inform affected persons of the benefits, policies, and procedures provided for under HUD regulations (24 CFR Part 42).

(11) It will:

- (i) provide fair and reasonable relocation payments and assistance in accordance with Sections 202, 203, and 204 of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and applicable HUD regulations (24 CFR Part 42), to or for families, individuals, partnerships, corporations or associations displaced as a result of any acquisition of real property for an activity assisted under the program;
- (ii) provide relocation assistance programs offering the services described in Section 205 of the Act to such displaced families, individuals, partnerships, corporations or associations in the manner provided under applicable HUD regulations;
- (iii) assure that, within a reasonable time prior to displacement, decent, safe, and sanitary replacement dwellings will be available to such displaced families and individuals in accordance with Section 205(c)(3) of the Act, and that such housing will be available in the same range of choices to all such displaced persons regardless of their race, color, religion, national origin, sex, or source of income;



- (iv) inform affected persons of the benefits, policies, and procedures provided for under HUD regulations; and
  - (v) carry out the relocation process in such a manner as to provide such displaced persons with uniform and consistent services, including any services required to insure that the relocation process does not result in different or separate treatment to such displaced persons on account of their race, color, religion, national origin, sex, or source of income.
- (12) It will establish safeguards to prohibit employees from using positions for a purpose that is or gives the appearance of being motivated by a desire for private gain for themselves or others, particularly those with whom they have family, business, or other ties.
- (13) It will comply with the provisions of the Hatch Act which limits the political activity of employees.
- (14) It will give HUD and the Comptroller General through any authorized representative access to and the right to examine all records, books, papers, or documents related to the grant.
- (15) It will insure that the facilities under its ownership, lease, or supervision which shall be utilized in the accomplishment of the project are not listed on the Environmental Protection Agency's (EPA) list of Violating Facilities and that it will notify the Federal grantor agency of the receipt of any communication from the Director of the EPA Office of Federal Activities indicating that a facility to be utilized in the project is under consideration for listing by the EPA.
- (16) It will comply with the flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973, Public Law 93-234, 87 Stat. 975, approved December 31, 1976. Section 102(a) requires, on and after March 2, 1975, the purchase of flood insurance in communities where such insurance is available as a condition for the receipt of any Federal financial assistance for construction or acquisition purposes for use in any area that has been identified by the Secretary of the Department of Housing and Urban Development as an area having special flood hazards. The phrase "Federal financial assistance" includes any form of loan, grant, guaranty, insurance payment, rebate, subsidy, disaster assistance loan or grant, or any other form of direct or indirect Federal assistance.
- (17) It will require the facility to be designed to comply with the "American Standard Specifications for Making Buildings and Facilities Accessible to, and Useable by, the Physically Handicapped," Number A117.1-1961, as modified (41 CFR 101-17.703). The applicant will be responsible for conducting inspections to insure compliance with these specifications by the contractor.

















BOSTON PUBLIC LIBRARY



3 9999 06316 060 8



